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ANNUAL REPORT

of the DIRECTOR

NATIONAL PARK SERVICE

to the

SECRETARY OF THE INTERIOR

Reprint from the

ANNUAL REPORT OF THE SECRETARY
OF THE INTERIOR

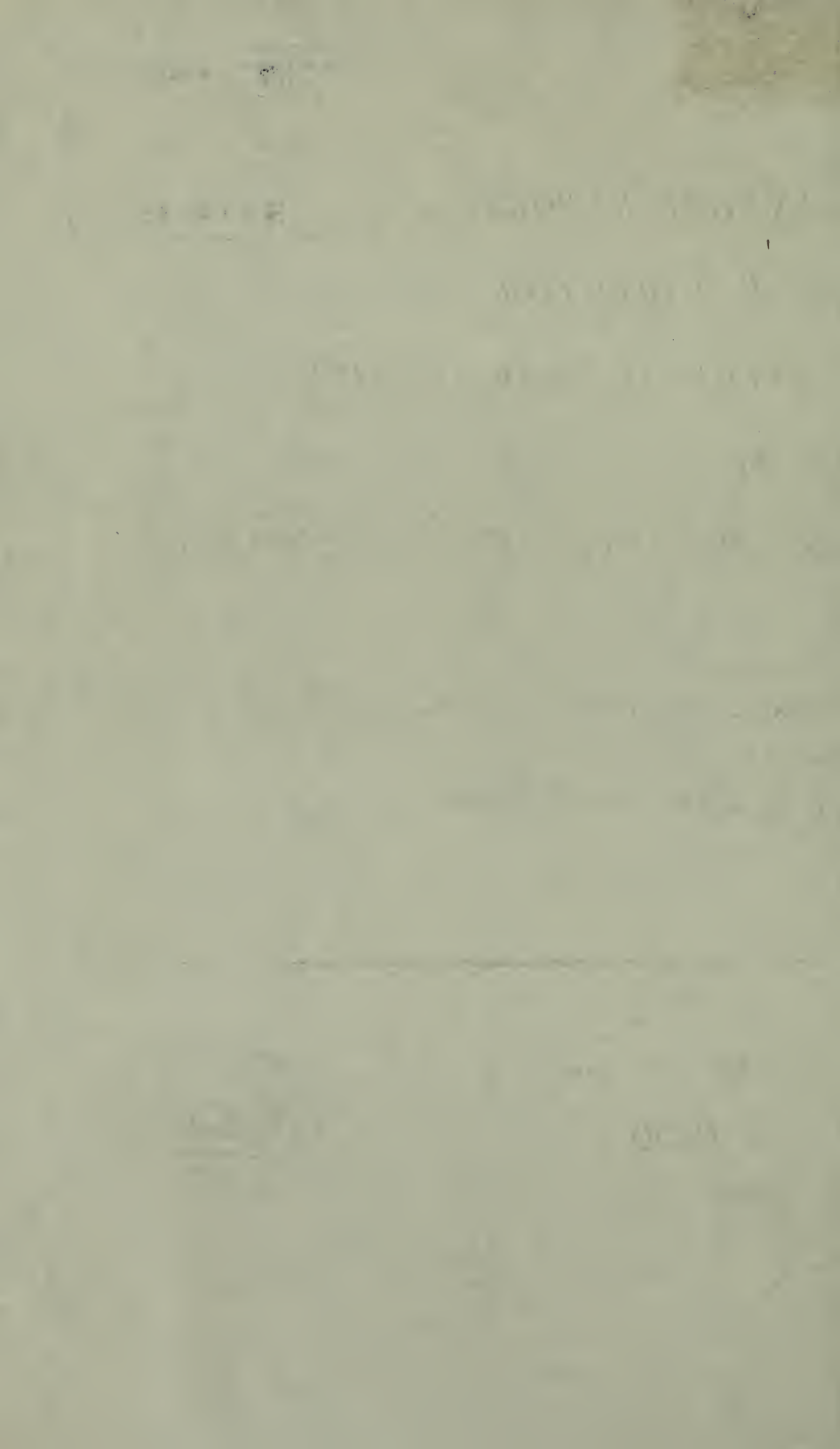
For the Fiscal Year Ended June 30, 1956

Fiscal Year Ended June 30

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THE NATIONAL PARK SERVICE

Conrad L. Wirth, *Director*

THE most important facts of the 1956 fiscal year, from the standpoint of the National Park System and the National Park Service were the completion of the Mission 66 report, its hearty endorsement by the President and by the Congress, and the launching of the Mission 66 program with an increase of \$19,153,700 in the Service's appropriation for the 1957 fiscal year. This annual report offers a welcome opportunity to express appreciation of the warm support and backing extended to Mission 66 by former Secretary of the Interior Douglas McKay, by his successor, Secretary Fred A. Seaton, and by officials throughout the Department.

Particularly heartening was the instant favorable response of President Eisenhower when the Department and the Service had the extraordinary experience of presenting the essence of Mission 66 to the President and his cabinet. Tremendously encouraging, too, was the interest in this project displayed, even long before the report was finished, by members of the House and Senate, without regard to party affiliation, and the eagerness of the Congress to provide such funds as could be effectively used to launch the Mission 66 program.

It cannot be stressed too often that Mission 66 is a 10-year conservation program for the National Park System. Its whole purpose is to make possible the best and wisest use of America's scenic and historic heritage. That means maximum enjoyment with maximum protection of those features and those qualities which make it, as Time Magazine recently expressed it, "the U. S.'s unmatched National Park System." True, accomplishment of the program requires large amounts of construction, but these are simply the necessary means by which to accomplish its conservation objective. Equally a part of the program is the provision of services, adequate in kind and quality to meet the legitimate requirements of 80 million or more visitors in 1966. The maintenance of an enlarged physical plant, the provision of services for constantly increasing numbers of visitors, and protection both

of parks and people are the reasons why estimates for management and protection, and for maintenance and rehabilitation, show proposed increases in these items from the \$11,562,000 and \$10,158,000 allowed for 1957 up to \$19,990,000 and \$14,000,000 for 1966.

National Park Service programs in the past have been year-to-year programs. It is hoped that there will be such Congressional and public acceptance of Mission 66 as a 10-year program which must be carried through to completion as will permit the Service to operate, and to go forward with construction, in a manner predicated on its long-range character. It is particularly important that it be accepted in terms of specific things to be accomplished rather than in terms of estimates of cost.

Specifically, the Service hopes now to be able to proceed with development on a full-scale, rather than a piecemeal, basis. Not only will this make possible much more economical expenditure of construction funds but it will shorten, for each area being developed, the period of disruption which always comes with construction activities.

The preparation of designs for the greater amount of construction ahead, and proper supervision of construction, combine to pose a serious problem. It has been particularly difficult to recruit fully the professional staffs needed for the expanded 1956 construction programs and for the surveys and planning required for the more comprehensive program of Mission 66. The various steps taken to solve the employment problem include contracting with private engineering and architectural firms for the preparation of plans and for the supervision of construction. The Service is deeply grateful to the Public Health Service for the increased engineering services which it has made available.

Eager as the National Park Service is to obligate the increased construction funds made available to it, its first responsibility is to make certain that overall developments are soundly planned, that design for structures is fully acceptable, and that it gets, in return for its construction dollars, 100 percent of what it pays for.

Concessioner Developments

The past year has been marked by a major change and a long step forward in the direction of concessioner provision of overnight lodging and other facilities needed in a number of national parks. On June 25, brief ground-breaking ceremonies officially launched the construction of the new Canyon Village, in Yellowstone National Park. This project, situated comfortably back from the rim of the Grand Canyon of the Yellowstone, will replace the older and outmoded facilities which encroached on the rim, and will provide more and better facilities to meet the demands of increased travel.

Last year's opening of Jackson Lake Lodge, at Grand Teton National Park, is being followed by an extensive cabin development, with apurtenant facilities, which will serve campers and day visitors as well, at Colter Bay, all undertaken with funds supplied by Jackson Hole Preserve, Inc.

The million-dollar Yosemite Lodge project at Yosemite National Park; extensive capital improvements by Fred Harvey on the South Rim, at Grand Canyon National Park, with more in prospect; the near-completion of the Marine Service building at Flamingo, in Everglades National Park; and improvements by concessioners at Glacier and Shenandoah National Parks are all noteworthy steps toward the provision of more nearly adequate facilities in areas where they are needed and justified.

The Director decided against the provision of overnight facilities at Flamingo, convinced that space there was too limited to make them desirable and that they can be satisfactorily provided by private enterprise outside the boundaries of Everglades. Decision on relocation of overnight facilities at Mesa Verde National Park and Mount Rainier National Park awaits further study.

JAMESTOWN, WILLIAMSBURG, AND YORKTOWN

Next year is the 350th anniversary of the establishment of Jamestown; approximately halfway between 1607 and the present, the victory of French and American forces at Yorktown assured American Independence; and Williamsburg, lying between the two sites which are both parts of Colonial National Historical Park, witnessed the ripening of the culture of the colonial and early national period. For the celebration scheduled there next year, the Service will have anticipated mission 66 by completing the Colonial Parkway, extending from Jamestown through Williamsburg to Yorktown; by the construction of new visitor centers at Jamestown and Yorktown; and by other developments which should add greatly to visitor enjoyment and to appreciation of the Nation's historic past. Nearly all these developments were under contract before the past fiscal year ended. In addition, the glassworks at Jamestown, restored through the generosity of Jamestown Glasshouse Foundation, Inc., was nearly completed, and will be in actual operation during the 1957 celebration and thereafter.

Marks of Progress

Of the many events and developments of the past year described hereafter in more detail, brief notice is directed to some of the most noteworthy:

The donation, for the second successive year, by Jackson Hole Preserve, Inc., of \$500,000 to match an equal amount of appropriated money for land acquisition;

Increasing stress on more, and more effective, training for Service personnel;

Extension of self-guidance activities, advances in the use of audio-visual facilities, and other extensions and improvements in the Service's interpretive program;

Reestablishment of the position of Associate Director of the National Park Service, and appointment to it of a career employee of long experience.

Public Relations

That there is a vast reservoir both of interest in and good will toward the National Park Service and the National Park System was abundantly shown in the response, by individuals, organizations, newspapers and magazines, to mission 66. Without doubt, nothing has contributed more to that public attitude than the courteous and conscientious performance of their duties by the men and women who represent the Service in the field. Nor is anything more essential to the successful accomplishment of mission 66 than the continuance of such service, and the maintenance of friendly and understanding relationships with the communities which, because they are neighbors, have a legitimate degree of special concern with the welfare of individual units of the System.

In order to promote this valuable relationship with area neighbors, the Service has suggested and urged all field areas to "invite the neighbors in" for three anniversary observances annually, these being Founders' Day (August 25), the date on which the law establishing the National Park Service was approved; Campfire Day (September 19), the day of the famous Yellowstone Campfire of 1870 at which Judge Cornelius Hedges urged establishment of the world's first national park; and Establishment Day, the anniversary date of the establishment of the area holding the observance. Though newly instituted, this procedure has already proved highly valuable, not only in cementing important local relationships, but also in bringing certain fundamental facts and concepts to large numbers of visitors in an effective way.

Heightened public interest in the National Park System during the past year has had a number of noteworthy results. At the end of the year both Time and Newsweek had under preparation feature presentations dealing with the System and with those problems toward the solution of which Mission 66 is directed. Probably the outstanding journalistic contribution to public understanding of the

parks was the 30-article series (to appear, with some modification, in book form) which appeared during the winter and spring in the *Christian Science Monitor*. These were written by Max Gilstrap, a former National Park Service employee, who brought to his task the understanding, the detachment, and the independence of judgment and opinion needed to make the series exceptionally thought provoking.

In connection with these projects, with the Sinclair Oil Corp. series of advertisements which have continued to feature many areas administered by the National Park Service, and with numerous other similar undertakings, it has been the pleasant privilege of the Service to serve as a source of information and, in some cases, as a checking point for factual accuracy.

Through representation on both its Advisory Council and its Steering Committee, the Service has worked closely throughout the year with Keep America Beautiful, Inc., the organization which is supported by those industries whose products tend ultimately to contribute to the litter along the Nation's highways, as well as along park roads and trails and at parking areas and observation points. With strong promotion by KAB and numerous other organizations associated with it, the use of the litterbag, first distributed at Mount Rainier National Park in 1951, has become tremendously widespread. Since litter is one of the major maintenance problems of the Service, participation in this well-organized effort to reduce it is considered both good public relations and good economy.

Changes in Advisory Board

With the expiration of the 6-year terms of Alfred A. Knopf and Charles G. Woodbury as members of the Advisory Board on National Parks, Historic Sites, Buildings, and Monuments, their places were filled by the appointment of Frank E. Masland, Jr., of Carlisle, Pa., and Fred Smith of New York City. Mr. Masland, head of the rug manufacturing firm of C. H. Masland & Sons, Inc., has long been a student of the national parks and their problems. Mr. Smith is president of Fred Smith & Co., Inc., public relations counselors, and is a member of the executive committee of the Council of Conservationists. Both new members have a broad business background.

The two retiring members have given devoted and intelligent service. Mr. Knopf was for 2 years chairman of the Board and provided exceptional and courageous leadership.

At its spring meeting, the Board chose Walter L. Huber of San Francisco to succeed Mr. Knopf as chairman.

In July 1955, John B. Oakes, of the editorial board of the *New York Times*, was appointed to the Board to succeed the late Bernard

De Voto. Mr. Oakes has written extensively and effectively about national parks and conservation in general.

National Park Service Conference

"Public Services" was the theme of the servicewide conference at Great Smoky Mountains National Park last September. It was attended by nearly all superintendents and by numerous representatives of the Washington, Regional, and Design and Construction offices. Delayed from 1954, it was considered one of the most successful in the Service's history.

Former Secretary Douglas McKay was the principal speaker at the banquet which wound up the conference. His address was directed chiefly to superintendents and dealt largely with their responsibilities for the training and advancement of their subordinates.

Region Five Established

Effective on July 1, 1955, the 4 regions which had existed since 1937 became 5 when Region Five was established with headquarters in Philadelphia. Daniel J. Tobin became its first regional director. Tobin's career began as a clerk at Sequoia National Park in 1921. It encompasses a wide range of steadily increasing responsibilities in various field positions.

The new region includes 16 States in the Northeast and Middle West, extending west to include Isle Royale National Park in Michigan. Most of the area was formerly part of Region One, though Isle Royale was subtracted from Region Two. At the same time Arkansas, containing Hot Springs National Park, was transferred from Region Three to Region One.

The new regional director entered on duty on July 1. By September 1 enough key personnel had reported for duty so that the new office fully was able to assume its responsibilities.

Big Bend National Park Dedication

Originally planned at least four years earlier, the long awaited dedication of Big Bend National Park took place on November 21, 1955.

After the disappointments and postponements of previous years the Big Bend National Park development committee, headed by Paul Forchheimer of Alpine, resolved there would be a dedication in the fall of 1955. In August plans were still indefinite and it was not until October 24 that a date was established and a commitment received

from Secretary of the Interior Douglas McKay that he would make the dedicatory address.

Eleven hundred persons attended the dedication ceremonies which were held in The Basin. Among the distinguished persons who participated were Assistant Secretary D'Ewart, Governor Allan Shivers of Texas, and Representative J. T. Rutherford. The Director of the National Park Service was also present and was one of the speakers. An international touch was lent by the presence of the Governor of Chihuahua, Mexico, Sr. Lozoya Solis, and the Consul General of Mexico, Sr. Enrique Ballesteros, on the speakers' stand, with the flag of Mexico flying alongside the Stars and Stripes.

Special Commissions

The Director concluded his services as Executive Officer of the John Marshall Bicentennial Commission, which held its national celebration honoring the 200th anniversary of the birth of Chief Justice Marshall and also published a final report on its activities. The Woodrow Wilson Centennial Commission, of which the Director was also Executive Director, sponsored a series of nationwide observances commemorating the birth of President Wilson. In September 1955 the Boston National Historic Sites Commission, of which the Director is a member, undertook its studies of Colonial and Revolutionary period properties in Boston and vicinity. The New York City National Shrines Advisory Board began its program to promote public cooperation and support in rehabilitating and preserving Federal Hall National Memorial and Castle Clinton and Statue of Liberty National Monuments.

Antiquities Act Anniversary

June 8, 1956, was the 50th anniversary of the passage of the act for the Protection of American Antiquities, more generally known as the Antiquities Act of 1906. Section 2 of that act authorized the President of the United States to establish national monuments on lands owned or controlled by the Federal Government, by Presidential proclamation. The first national monument established under authority of the act was Devils Tower, in northeastern Wyoming, proclaimed on September 24, 1906. The anniversaries of the passage of the act and of the establishment of this monument have been celebrated in Wyoming in a series of events which started in June and which will extend through September 24. Early in June the Postmaster General announced that a commemorative stamp would be issued for Devils Tower.

Jamestown, Williamsburg, Yorktown Celebration

As an ex officio member of the Federal commission which is cooperating with a similar Commonwealth of Virginia commission in making preparations for the Jamestown, Williamsburg, Yorktown celebration in 1957, it has been necessary for the Director to attend numerous meetings of the commission in the area in which the celebration will take place. Anniversary observances are scheduled to begin on April 1 and to carry through November as planned by the Commonwealth and the United States Commission.

Mountain Climbing

Safety in mountain climbing continued to received attention with climbing and hiking organizations exerting considerable voluntary control over their members. The one fatality of the report year resulted from poor judgment and inexperience. Other accidents were infrequent. Contributing to the safety trend were the increased use of mountain climbing schools by visitors and an expanded mountaineering training program for National Park Service personnel.

Winter Use

As a result of important decisions made by the Secretary last year respecting winter use, new facilities were installed at Hidden Valley in Rocky Mountain and plans were completed for improvement of facilities for winter use of Paradise in Mount Rainier. The eight national parks open for winter sports received the heaviest winter use in their history—361,760 visitors as compared with 332,770 last year. About 40 percent entered the parks to participate in informal snow sports while 60 percent came to enjoy the winter scenery.

General Grant Tree Designated as National Shrine

After years of effort on the part of the people of Sanger, Calif., and particularly the American Legion post of Sanger, the act designating the General Grant Tree in Kings Canyon National Park as a National Shrine was approved by the President March 29.

Plans are underway for the dedication of the tree as a national shrine at ceremonies to be held at the site on Veterans' Day, November 11, 1956.

Flood at Hot Springs

The second most disastrous flood ever to hit the downtown section of the city of Hot Springs and Hot Springs National Park occurred

on February 15, 1956, following a rain storm in which 5.54 inches of rainfall were recorded during a 2-hour period. Basements of the bathhouses on Bathhouse Row and the Rockafellow Bathhouse were flooded, extinguishing the boilers and doing heavy damage to supplies which were stored in the basements. The bathhouses were unable to operate during 3 days. The floodwater receded and the litter was cleaned out in most of the houses within 24 to 36 hours. However, there was danger that floodwater had entered the central collecting reservoir from the three open springs in basements of bathhouses, so the reservoir had to be emptied and tests run for potability.

MISSION 66

The report for the fiscal year 1955 described the beginnings of Mission 66; the guidelines established for the studies on which its findings and recommendations were to be based; the invitation to all employees of the National Park Service to participate in it; the start made on correlation of their recommendations and of the prospectuses in which the needs of each field area were to be set forth fully.

The Mission 66 report was in approximately final form by the end of the calendar year; included in it, and derived from the prospectuses, of which the recommendations had been given a preliminary evaluation, was an estimate of the probable cost of so equipping and staffing the National Park System as to meet the needs of the 80 million visits expected in the year 1966, so that the 50th anniversary of the establishment of the Service might be fittingly celebrated.

On January 27, the Mission 66 program was presented, in word and picture, to President Eisenhower and his Cabinet, and was repeated immediately thereafter to the members of the White House staff. It was presented to the Congress on February 2, and was announced publicly at the Pioneer Dinner on February 8, jointly sponsored by the Secretary of the Interior and the American Automobile Association Congress appropriated the necessary funds to carry out the first year of the Mission 66 program.

The Service was fortunate in being able to present the Mission 66 story to the public through a handsome and colorful popular edition of the report, entitled "Our Heritage," which has been widely distributed. By this and other means, travel, conservation, recreation, scientific, and historical organizations and the press have been provided with information about the program as rapidly as it has become available. Much effort has been made to inform the press of the details of the program as rapidly as they could be made available. Public reaction from these groups and from many individuals and a great volume of editorial comment in newspapers and periodicals has been exceptionally favorable.

Only two significant areas of conflict have developed since the program was announced. These concern the location of accommodations in two of the national parks. It is fully expected that both of these will be resolved satisfactorily.

Park concessioners have been consulted about their participation in the Mission 66 program; notable improvements in and additions to accommodations are already underway and are planned in others in order to fulfill the purposes of the program. Several of those underway or completed are noted elsewhere in this report. While these projects started in advance of Mission 66, they are integrally a part of it, as will be those of the future.

Mission 66 has been widely characterized as the most significant undertaking of the National Park Service since its establishment in 1916. It seeks to provide for the most satisfactory enjoyment of the significant resources of the National Park System. The program calls for increased field staffs and increased annual operating funds, as well as a considerable amount of new development. Development is based on the assumption that when facilities are adequate in number, and properly designed and located, large numbers of visitors can be handled readily and without damage to the areas. Good development saves the landscape from ruin, protecting it for its intended recreational and inspirational values. It is the purpose of Mission 66 to locate developed areas where they will not invade the wilderness, impair fragile areas or features, or encroach upon significant exhibits. All development is based upon a well-thought-out plan for the protection and interpretation of the national and historic features of the areas. When these principles are followed, the development of a park contributes in essential ways to park conservation, while assuring the people of America, today and in the future, the opportunity to gain the fullest enjoyment of them.

A permanent staff has been established in the Washington Office of the Service to coordinate and continue the Mission 66 program.

Specific planning for individual areas, embodied in prospectuses defining the purpose, objectives, and plans for their management, development, protection and use, is almost complete. In accordance with the broad formulas defined in the prospectuses, detailed plans and construction drawings for those areas and projects to be programmed in 1957, 1958, and 1959 are far enough advanced to insure prompt scheduling of the work.

Mission 66 Legislation

Three bills introduced in the 84th Congress—1 in the Senate and 2 in the House of Representatives—but not acted on before adjournment would have provided contract authorization, over a 10-year

period, amounting to \$160 million for roads and trails, the same amount for parkways, and a like amount for buildings and utilities and the acquisition of lands and water rights. In reporting on this legislation, the Department and the Bureau of the Budget recommended that it be changed to authorize appropriations in these overall amounts during the 10-year period, as well as \$2 million for the construction of airports on lands in close proximity to areas administered by the Service. It was also recommended that the Secretary be authorized to obtain expert or consulting services without regard to limitations imposed by the civil-service and classification laws. The Subcommittee on Public Lands of the Senate Interior and Insular Affairs Committee held hearings on the Senate bill on June 8.

INTERPRETATION AND INFORMATION

Every area administered by the Service is the common property of every American, who has a right to know what he possesses, how his property is managed, and what use is made of it. When he himself becomes a user of it, it is natural and desirable that, his curiosity roused, he should seek to obtain some understanding of the natural processes which have produced a superlative example of his country's natural scene or of the human events and actions which have justified setting aside and displaying a site of historic or prehistoric interest. It has long been recognized as a Service obligation to both stimulate and satisfy this desire to know "Who?" and "When?" and "Where?" but even more important, "How?" and "Why?" It is felt to be the principal means by which the owners and users of the parks may derive from them deep and lasting satisfaction.

Rightly, and happily, Mission 66 takes full cognizance of the place of interpretive and informational programs in the management of the National Park System. Two of the eight major objectives make that plain. The third in the list reads: "Provide the services which will make the parks more usable, more enjoyable, and more meaningful, and thereby improve the protection of the park through visitor cooperation." While improved protection is a secondary result to be sought through a more effective interpretive and informational program, it is still one of great importance; in fact, it is essential, if the capacity of the System to provide enjoyment is to remain unimpaired.

The connection of such a program with the preservation and use of wilderness areas is spelled out in the last of the list of objectives, which says: "Provide for the protection and preservation of the wilderness areas of the National Park System, and encourage their appreciation and enjoyment in ways that will leave them unimpaired."

Visitor Centers

Mission 66 recognizes that, with respect to both physical facilities and staffing, much more needs to be provided if users of the parks are to obtain the fullest measure of enjoyment and satisfaction from that use. The "visitor center" looms large in the program. This type of structure, of which about 100 are projected for the 10-year period of Mission 66, will serve both an informational and interpretive function. Situated as a rule in a center of visitor activity, its purpose will be both to provide needed information about accommodations, travel routes, park regulations, etc., and to supply some understanding of the character of an area and its significance. In its operation, not only a wide variety of physical aids—publications, exhibits, recordings, to cite a few examples—but also competent personal services are required. Each will have to be "tailored" to the specific requirements of the area in which it is situated.

New Roads and Interpretation

The planning now underway in connection with the new east-side road at Grand Teton National Park typifies the new concept of what a park road—in contrast with other types of roads—needs to be. There and elsewhere interpretation—in the form of roadside exhibits, signs, view-point turnouts, and markers—is being integrated with the other more usual phases of road construction.

Personnel Added

Material gains were made during 1956 in the direction of more adequate staffing, and both added facilities and the steady increase in public use will require considerable further additions during the 10 years of mission 66.

The establishment of Region Five required the services of both a regional chief of interpretation and a regional historian on the staff of the Regional Director; and a long-needed regional naturalist position was established and filled in Region One.

The year brought park historians, to both Harpers Ferry and Mount Rushmore, the first to be assigned to these two areas. Isle Royale and Hot Springs National Parks, and Colorado and Joshua Tree National Monuments, in all of which natural history figures importantly, now have on their staffs, also for the first time permanent park naturalists. In addition, three field teams of "museum planners," each consisting of a museum specialist and a naturalist or historian—all field positions—were established to develop, on the ground, preliminary but detailed plans for museum exhibits. This is a par-

ticularly necessary form of advance planning, in view of the considerable volume of museum and visitor-center construction envisioned during the next few years and the need for new and up-to-date exhibit plans for museums whose content does not reflect present-day techniques.

Interpretive and Informational Services

That visitors to the areas administered by the National Park Service appreciate the services rendered by interpretive personnel is indicated by the fact that so many make use of them. Conducted trips were taken by 2,261,000 visitors; 5,340,000 attended informal talks given by naturalists and historians. Hundreds of thousands of these were school children, gaining a widened view of the natural world around them and of American history, of which they and all Americans are a part. Park museums and similar installations were used by more than 13,268,000 persons. All these involved some degree of contact with and personal service from National Park Service personnel. Millions of other visitors used the roadside markers, the self-guiding trails, and other aids to perception and understanding and lasting enjoyment of their park experiences. Moderately increased staffs made it possible to give more campfire and other talks and to conduct a greater number of trips. At the same time, the use of self-guiding devices, and the installation of such devices, both increased.

Self-guidance

The evolution in interpretive methods employed by the Service during the past decade has been strongly influenced by the fact that the available volume of personal services was increasingly inadequate for performance of the interpretive task, but it also reflects the development of improved audiovisual and other devices during that time, to which the Service itself has contributed in notable fashion.

What is known as a self-guiding trail, or walk, started out to be a pedestrian route, along which signs or labels provided information about features of interest viewed from it; several of these remain in use in various areas of the National Park System. However, ordinary maintenance costs for the signs, plus the habit of a small segment of visitors of making off with easily removable signs, led to the wide adoption of a different technique, requiring readily visible numbered stakes along the way and printed or processed trail guides, keyed to them.

The issuance of self-guidance folders or booklets has become primarily the responsibility of the various official cooperating societies which serve single areas or groups of areas. The past year has seen

the issuance of a number of new self-guidance publications which meet high editorial standards and which reached a new high level of design and general appearance.

Historical, Archeological, and Natural History Research

To guide the development program underway at Jamestown, in anticipation of the 350th Anniversary Celebration at that site in 1957, the staff at Colonial National Historical Park completed important historical studies on tobacco cultivation, silkworm production, and colonial building construction. Archeological excavations at Jamestown revealed house foundations, including a row house, and many other objects of value in interpreting the Jamestown story. Archeological exploration on the Yorktown Battlefield uncovered the remains of historic Redoubt No. 10, a key outer defense of the British line captured by Washington's forces on October 14, 1781. It was in this fortification that Washington received and signed the articles of Cornwallis' surrender.

At Independence National Historical Park, Philadelphia, historical and architectural staffs concentrated upon studies related to restoring and refurnishing the first floor of Independence Hall. Such a study was completed during the year to guide the restoration and refurnishing of the Supreme Court Chamber. Special information for this study and other aspects of the restoration and refurnishing program was secured through the works of staff members in depositories from New York to California and in the archives in England.

Continued use of cooperating agencies and collaborators to augment the efforts of Service personnel also made possible the accomplishment of many valuable geological and natural history studies. Among these were the start of a 5-year study of the general geology of Death Valley; glacial studies at Olympic, Glacier, Yosemite, Rocky Mountain, and Mount Rainier; completion of studies in geology, history, and botany at Cape Hatteras; continuation of fish studies at Great Smoky Mountains, Shenandoah, and Yellowstone, and wild-life studies in Mount McKinley and Death Valley; and ecological studies at Olympic, Sequoia, Yellowstone, Great Smoky Mountains, and Big Bend.

Cooperative Studies

Archeological research of importance was performed by the University of Colorado, in Mesa Verde National Park; the University of Southern California, in Death Valley National Monument; Columbia

University, in El Morro National Monument; the University of Washington, in Olympic National Park; and the Florida State Museum, in Fort Caroline National Monument.

Salvage Archeology

Under cooperative agreements, archeological salvage work was performed by five local institutions, as well as the Smithsonian Institution. Groups from the University of South Dakota, the State Historical Society of North Dakota, and the University of Wisconsin worked in the Oahe Reservoir area, and from the University of Kansas and the Nebraska State Historical Society at Fort Randall Reservoir. The University of Missouri surveyed and partially excavated the Table Rock Reservoir area.

Using funds transferred from the Service, the Smithsonian Institution surveyed more than 100 sites, tested more than 40, and excavated 24 in 8 reservoir areas.

Foreign Studies

Dr. Charles W. Porter, III, represented the Service at the 6th International Castellological Congress, in Montagnana, Italy, June 18-23, 1956. Also in June, Harold L. Peterson visited Sweden, Denmark, France, England, and Scotland to collect historical objects for the museums of the Service.

Wildlife

Although further reduction is necessary, the serious overgrazing in Yellowstone was greatly reduced by the elimination, in cooperation with the State of Montana, of 6,535 elk from the northern herd. Also, 373 bison were removed from Yellowstone. In Grand Teton 310 elk were shot by 624 permittees deputized under Public Law 787, and at Wind Cave 85 bison were eliminated under a cooperative agreement with Custer State Park. Small numbers of deer were removed from congested areas in several parks.

Black bears continued to present problems with 73 personal injuries in Yellowstone, 18 in Great Smoky Mountains, and 7 in Yosemite, and there was considerable property damage.

Wolves have increased at Isle Royale and studies are being made to determine the effect of their predation on moose, beaver, and hares. Studies of bats at Carlsbad Caverns were intensified following the discovery of rabies among them in the summer of 1955.

Museum Branch

The Museum Branch enlarged its technical staff within carefully calculated limits to keep pace with expanding needs. Mission 66 will require the central Museum Laboratory to plan, build and install museum exhibits at the rate of several hundred units per year. At the same time, museum collections, growing steadily in size and importance, require more preservative treatment and other specialized care.

Museum Planning

The scheduling of several visitor centers in the 1957 construction program created an urgent need for detailed exhibit plans. Three exhibit planning teams were set up to collaborate with park staffs. By the end of the year exhibit specifications and layouts were completed for 7 museums and were well underway for 5 more. In addition, another kind of exhibit plan, a "furnishing plan" for historic house museums, was adopted. The first of these was prepared for the Andrew Johnson Home.

Exhibit Construction

The Museum Laboratory prepared and installed the exhibits for the visitor center at Petersburg National Military Park, the Old Faithful Museum in Yellowstone National Park and the museum at Devils Tower National Monument. Exhibits were also completed for 9 other parks and were in progress for 6 more. An exhibit on the work of the Department of the Interior was prepared in collaboration with other bureaus for "The American Dream," a traveling exhibition to visit about 50 cities. Since the Laboratory could not build many exhibits urgently needed in the parks, park staffs at Mesa Verde, Yosemite, and Southwestern National Monuments produced some displays for their museums to fill the gap.

Museum Accessions

The museum collections of the National Park Service owe much to generous donors. The Thomas A. Edison Foundation presented hundreds of items representing the principal exhibits and equipment of the Edison Laboratory in West Orange which was to become the Edison Laboratory National Monument. The artist, Robert F. Williams, and his wife gave 30 oil paintings interpreting outstanding scenes in the national parks. Col. John J. Driscoll of Paris donated a collection of agricultural tools similar to those used by the 16th century French colonists who will be commemorated at the Fort Caro-

line National Memorial. Rare books, weapons and other objects for the Fort Caroline Museum were purchased with funds donated for this purpose. All these and other accessions were accepted only when they filled recognized needs to increase public understanding and enjoyment of the parks. To guide the continued growth of the collections, revised policies and procedures for this and other aspects of museum development and administration were issued.

The exceptionally valuable collection of Americana willed to the National Park Service by the late Lloyd C. Smith of Morristown was transferred to the Service. This collection includes not only manuscript material on George Washington and the Revolution, but much other manuscript material on American Colonial and Revolutionary history. It will be housed in the new library wing of the museum, for which a construction contract has been let.

Preservation of Scientific and Historic Collections

Expert treatment given by preservation specialists of the Museum Branch included one of the most extensive mural restoration projects undertaken with modern methods. The rotunda murals in the Old St. Louis Courthouse, Jefferson National Expansion Memorial, which include some 24 individual paintings, were cleaned and restored by a specially trained crew operating on scaffolds high above the floor.

Cooperative Activities

To assist State parks and other public agencies, the Museum Branch gave technical advice and, on a reimbursable basis, planned and prepared exhibits. New exhibits were installed for the St. Augustine Historical Society whose interpretive program is closely coordinated with that of the Castillo de San Marcos National Monument. The second group of exhibits for the Prehistoric Indian Mound State Park in Louisiana was completed and installed. A few exhibits were built for the Carnifex Ferry State Park, W. Va.

Audiovisual Progress

The Service's new audiovisual program provided additional help to visitors in many areas of the System through the means of audio-guiding systems, automatic illustrated programs, and high-fidelity public address and sound devices. Audioguiding systems at Castillo de San Marcos and Fort Pulaski National Monuments were installed on self-guiding tours and proved popular with visitors. Under this program, 11 slide projectors and 7 projectographs synchronized with tape recorders were also developed to give automatic illustrated pro-

grams. New sound devices were developed to provide background music of the Civil War at the Manassas Museum. A new device was furnished for the orientation talk at the base of the Washington Monument. In the electronics laboratory an especially notable achievement was the development of a new electronic trigger circuit to synchronize slide projectors and projectographs with tape recorders.

In addition to this progress in reaching the public, the naturalist staff of National Capital Parks prepared a slide talk, *Conducted Trips*, an effective audiovisual training aid, which is being put to wide use.

Publications

The appropriation for 1956 provided increased funds, for the first time in several years, for the Service's publications program, and thus gave greater recognition to its importance both in management and interpretation.

During the year, the first of the proposed revisions of informational publications dealing with the 28 national parks came off the press. This was the Sequoia-Kings Canyon National Parks booklet, in a new and more effective format, written in a more friendly and less impersonal style. The booklet on Zion National Park, second in the series, went to the printer.

Revised editions of established publications off the press during the year included James Towne in the Words of Contemporaries; two historical handbooks (Saratoga and Petersburg); and two tree preservation bulletins (Ropes, Knots and Climbing; and Shade Tree Pruning). One new historical handbook (Bandelier), the first dealing with an archeological area, was also issued. The Chickamauga and Chattanooga, and George Washington Birthplace handbooks, were sent to the printer, as were seven handbook revisions (Saratoga, Fort Necessity, Hopewell Village, Kings Mountain, Fort Raleigh, Petersburg Battlefields and Custis-Lee Mansion); also a revised tree preservation bulletin *Safety for Tree Workers*. In anticipation of increasing public interest in literature dealing with Jamestown and Yorktown, because of the anniversary celebration in 1957, the booklet, *America's Oldest Legislative Assembly and Its Jamestown State-houses*, also went to the printer in revised form.

Requisitions for printing free informational publications dealing with units of the System totaled 117, and called for the production of 7,624,000 pieces of printed matter. Revised issues of the Eastern and Western United States maps, which have so greatly reduced mailings of other free literature, reflect further economy by providing for mailing without the use of envelopes. The folder, *National Parks and National Forests*, which has been so useful in clearing up wide-

spread public misunderstanding, was issued in a revised format and text. For the first time, information on Camping Facilities in the National Park System, was issued in printed form.

DESIGN AND CONSTRUCTION

In spite of difficulties encountered in recruiting the adequate professional staff required to implement the expanded 1956 construction programs and to initiate surveys and plans essential to the orderly progression of the more comprehensive construction programs of Mission 66, gratifying progress has been made toward both of these important objectives. Of a total construction program for buildings and utilities, roads and trails, and parkways, amounting to \$35,-807,359 including carryover balances from the 1955 fiscal year, it has been possible to effectively obligate or commit approximately 90 per cent of the available funds. In addition, sufficient progress has been made on plans and surveys for construction projects included in the 1957 fiscal year program to encourage the hope that an appreciable percentage of this work as well as all of the 1955 carryover balance will be either under contract obligation or committed on day labor projects within the first quarter of the fiscal year.

Meeting the Employment Problem

Steps which have been taken to overcome the employment problem include contracting with private engineering and architectural firms for plan preparation and construction supervision, and contracting for surveys and mapping. Increased services have been obtained from the Public Health Service of the Department of Health, Education, and Welfare under memorandum of agreement. In addition to the increase in routine cooperative services needed to facilitate the Mission 66 program, arrangements have been made to assign to the Eastern and Western Design Offices, in lieu of engineering vacancies, approximately 10 reserve officers of the Public Health Service for a period covering the 3 summer months and 5 reserve officers for a 2-year period. The seasonal employees are for the most part college professors while those assigned for the 2-year period are all holders of B. S. degrees or advanced degrees in engineering. In the process of formulation is an agreement with the Forest Service of the Department of Agriculture to obtain necessary radio equipment certification tests and related services through the facilities of their Beltsville, Md., radio laboratory.

Efforts are also being made to influence future programs insofar as possible toward the concentration of construction activities at relatively few areas each fiscal year which will enable us to undertake a

greater volume of survey and field supervision work with a smaller field staff.

Roads and Trails

The roads and trails program includes \$9,049,700 for construction projects in which the Bureau of Public Roads participates with the National Park Service under the terms of an interbureau agreement.

Twenty-one projects were placed under contract in 16 areas. The total obligations for these contracts, including the contract amount, extra work or change orders, plans, specifications, and supervisions, amount to \$7,351,002.

The work being accomplished by the 21 projects includes the construction of 3.058 miles of new road to be completed under the present contract, 21.195 miles of road under varying stages of construction, 11.891 miles of roads in stage construction status to be completed under the present contract, 43.857 miles of roads to be reconstructed, the construction of 7 bridges, and such miscellaneous items as tunnel linings and portals, guardrails, and parking areas.

The Federal Aid Highway Act of 1956 authorizes the expenditure of \$16 million for the construction and reconstruction of roads and trails for each of the years 1958 and 1959. An appropriation of funds in these amounts will enable the Service to concentrate contracts for road construction and reconstruction within a park area and to complete that phase of park development in a relatively short time, and will assist the Service to reach the goals described in Mission 66.

Parkways

The Federal Aid Highway Act of 1954, covering the fiscal years 1955, 1956, and 1957, provided a total authorization of \$32 million for parkway construction. Of the \$11 million programed, \$4,307,100 was for the Blue Ridge Parkway in North Carolina and Virginia; \$3,630,200 for the Natchez Trace Parkway in Alabama, Tennessee, and Mississippi; \$2,340,600 for the Colonial Parkway in Virginia; \$432,100 for the George Washington Memorial Parkway in Maryland and Virginia; \$90,000 for the Chesapeake and Ohio Canal in Maryland; and \$200,000 for advance planning and surveys. With this type of appropriation, parkway construction during this 3-year period will move ahead at a rate compatible with land acquisition and construction priorities.

Major construction contracts totaling \$3,371,000 were completed. These included 11 miles of grading, 4 bridges and grade-separation structures, 26 miles of bituminous paving, tunnel lining, hydraulic fills and other incidental work. The work under contract at the end

of the fiscal year called for the expenditure of \$12,300,000 and applies to 71 miles of grading, 30 bridges or grade-separation structures, 30 miles of paving, plus slope stabilization, tunnel lining, and other work.

Master Plans

The results of the searching reappraisal of Service objectives and responsibilities accomplished by Mission 66 are being reflected in revised master plans for each park. Although this program has only begun, it will be accelerated in the forthcoming year as final Mission 66 prospectuses are approved. Priorities of master-plan preparation are coordinated with construction programs so that working drawings for projects scheduled early in the Mission 66 program will not be delayed.

Buildings

The construction program for buildings is geared to the theme of public service. Resumption of active work in this field will provide additional interpretive and information facilities in the form of new visitor centers in several parks, enlargement of campgrounds with new comfort stations to serve them, enlarged utility areas to shelter Service equipment, and construction of lodging and related accommodations for visitors in some of the more remote parks. The first substantial work toward alleviating the critical shortage of employee housing was begun; studies of standard house plans were prepared to accelerate selection and construction of dwellings in the parks.

Among the first new visitor centers will be those under construction at Yorktown and Jamestown Island in Colonial National Historical Park, Va.; Grand Canyon National Park, Ariz.; and Carlsbad Caverns National Park, N. Mex. Overnight tourist accommodations in the form of multiple-room lodges are being constructed in Isle Royale National Park. A concessioner's building and concessioner's employee dormitory are under construction in Mount Rushmore National Memorial. This will be augmented by a large amphitheater for use in the interpretive program there.

The Service employee-housing construction begun this year comprises units for both permanent and seasonal occupancy. Priority is being given to those remote areas which are in most urgent need of adequate housing.

Utilities and Miscellaneous Structures

This program included approximately 27 projects aggregating in cost about \$600,000. Among these were water, sewer, power and

communication systems or extensions and additions thereto. In addition, contracts were awarded for similar projects, funds for which were carried over from the 1955 or previous fiscal years.

Notable among the larger projects placed under contract during the 1956 fiscal year are the following: The sewer and water systems for the Moose Headquarters of Grand Teton National Park, the sewer and water systems for the Canyon Area development at Yellowstone National Park, an addition to the sewage treatment plant and repair of major storm damage to the sewer system at Yosemite National Park, the extension of the water and sewer systems for the Swift Current development at Glacier National Park, completion of the water system for the Basin development at Big Bend National Park and the construction of a sewer system for Yorktown, Va., in Colonial National Historical Park.

Storm Damage

Widespread storms during 1955 in the Pacific coast region resulted in extremely heavy flood damage in nine areas administered by the Service. Repair and replacement of roads, trails, bridges, dykes, and electric systems have cost approximately \$1,650,000.

OPERATIONS

The Division of Operations continued to give primary emphasis to assisting field organizations in caring for the park areas and in managing the increasingly large crowds of park visitors. Progress has been made on all phases of operations, conservation, protection, and betterment.

Many annoying problems arising from private ownership of lands which blocked operational efficiency or development have been resolved, although much remains to be accomplished. Concessions operations are in good condition, with most contracts and business concession permits current.

Because of the concern of this division with park operations it has been necessary for a number of employees of the division to spend considerable time on the Mission 66 program. It offers a real opportunity for actual increases in operating funds to fill many of the present most urgent needs. Also, in the Mission 66 study, attention was given to developing new work methods and many promising leads are being explored. The Division of Operations cooperated closely with area management studies which were made on a pilot study basis in each region.

A major task has been the 10-year forward projection of development programs to carry out Mission 66. These will be subject to alteration in future, but the basic job is done and the development and management patterns in each area are clearer now than for many years past.

Park Rangers

The Branch of Conservation and Protection worked particularly toward improvement of park ranger standards in cooperation with the Branch of Personnel. The importance of district rangers as key representatives of the superintendents was emphasized. The branch also reviewed and advised on many reclassification proposals for park rangers and professional employees.

Continuing attention was given to training protection personnel in special phases of their work, such as rock climbing, rescue, law enforcement, and informational services.

Structural Fire Control

A 10-day school, primarily designed to train park men in structural fire inspection, recognition of hazards, and control techniques, was conducted in Yosemite National Park by the California State Department of Education. Thirty-four rangers and others from 25 areas and offices of the Service took the course. Each trainee in turn conducted similar employee training courses in his own area.

Forest Protection

Considerable high fire hazard existed in the Southern States and northern Rocky Mountain areas; the sixth consecutive year of drought continued in the Southwest; and a short period of extremely critical fire danger occurred in California. For 7 tense days, September 3 to 10, 1955, a fire seriously threatened the General Grant Grove in Kings Canyon National Park, but the combined resources and fine cooperative efforts of State, Forest Service, and park protection forces held the fire at the boundary. Forest fire losses were well below the 20-year average. The value of prevention efforts directed at specific causes of fires is reflected in a reduction of smoker fires to 58 percent of the 25-year annual average, despite record visitation to the parks. The Service continued to assist in organizing and training the nearly 1,000 organized Southwestern Indian firefighters, who have proven so effective on large fires.

Forest Pests

Control programs, carried on with technical assistance from entomologists and pathologists of the Department of Agriculture, continued to provide generally good protection from forest insects and diseases. Progress was made toward protection from white pine blister rust in all park areas containing important stands of five-needled or white pines. Intensive research to find a means of controlling lodgepole needleminer, threatening high elevation pines of Yosemite National Park, has produced promising experimental results. If tests are successful, a major control attempt will be made. The threat of the southern pine beetle in Great Smoky Mountains National Park and Blue Ridge Parkway was greatly lessened by control work. In many public-use areas, spraying to control defoliators was continued.

The tree maintenance crew traveled into 39 areas, including 5 national cemeteries. About 3,000 trees were pruned, 380 dead or dangerous trees removed, and a tree feeding and bracing program carried on.

Maintenance

Continuing attention was given to maintenance staffing requirements in field areas in the Regional Offices and additional refinements were made in programming funds on a workload basis. Thus, Mission 66 projections could be based on known workload factors. Subsequent adjustments must be made to reflect increases in building and utilities construction prices due to rising labor and material costs. The Bureau of the Budget has reorganized this problem and provided increases to cover increased cost.

Travel to the Parks

Public use of the areas administered by the National Park Service continued the upward trend which has been constant since 1946. Visits to all areas totaled over 50 million in 1955 as compared to 47,800,000 in 1954, an increase of nearly 5 percent. Thirteen areas had more than 1 million visitors each, three of these had more than 2 million each.

Travel Survey

Further progress was made on the program of travel surveys for national parks. These surveys are made to obtain information on use of visitor facilities and on travel habits and expenditures, and are

conducted in cooperation with the Bureau of Public Roads and State highway departments. This year the Grand Canyon National Park survey report was published by the Arizona Highway Department. Field work began on a second survey of Great Smoky Mountains National Park.

Programing for Mission 66

Preparations were made for expeditious and efficient processing of the increased park development programs under Mission 66, beginning with those for the 1957 fiscal year. This 10-year forward projection has been completed. It provides a sound basis for analysis of future protection, conservation, use, and development needs, and for budget preparation and justification.

Streamlined Development Program Preparation

Steps were taken to decentralize many programing details to Regional Offices. At the same time much paperwork has been eliminated through lessened requirements for advance project-construction-proposal forms for individual projects.

Reporting Procedures on Construction Progress Improved

Improved reporting procedures have been developed whereby the eastern and western Offices of the Division of Design and Construction will report on the status of approximately 800 projects each month. This report form was developed cooperatively by the Division of Design and Construction, and the Branches of Finance and of Programs and Plans Control. It will serve as an essential management document and for many other purposes, including compliance with report requirements of the Bureau of the Budget and Congress.

Advance Program Approval by Congress

Approval of construction programs is being sought 2 or 3 years in advance, rather than for the one fiscal year as in the past, though of course subject to the usual budgetary limitations on appropriations for particular years. Because of increased flexibility, such advance approval would greatly facilitate both obligation of funds and work accomplishment.

Land Acquisition

During the fiscal year \$1,250,000 was made available for land acquisition. As in 1955, \$500,000 of this amount was received from

Jackson Hole Preserve, Inc., to match \$500,000 of appropriated funds conditioned on matching donations. Some 46,000 acres of inholdings were acquired by purchase, donation, or exchange.

Donations included some 4,100 acres from the State of North Carolina and 270 acres from the Commonwealth of Virginia for Blue Ridge Parkway; 2,800 acres from the State of Mississippi for Natchez Trace Parkway; 10,680 acres from the Commonwealth of Kentucky, 2,030 acres from the State of Tennessee, and 7,480 acres from the Commonwealth of Virginia for Cumberland Gap National Historical Park; 720 acres from the Union Land and Grazing Co. for Fort Union National Monument, N. Mex.; and about two acres and improvements thereon from Thomas A. Edison, Inc., for the proposed Edison Laboratory National Monument, N. J.

Completed purchases and approved options cover some 17,500 acres of land and improvements in Big Bend, Glacier, Grand Canyon, Grand Teton, Great Smoky Mountains, Lassen Volcanic, Rocky Mountain, and Yosemite National Parks; Colonial and Saratoga National Historical Parks; Fredericksburg and Gettysburg National Military Parks; Manassas National Battlefield Park; Theodore Roosevelt National Memorial Park; and Death Valley, Devils Tower, and Joshua Tree National Monuments. Options totaling about \$300,000 awaited approval at the end of the year.

About 25,000 of the 28,500 acres within the Cape Hatteras Seashore project have been acquired. However, in one condemnation case, involving about 2,000 acres, the commissioners appointed by the United States District Court recommended an award of \$484,000. On the basis of appraisals obtained prior to instituting condemnation proceedings, \$185,000 had been paid into the registry of the court as estimated just compensation. If the Government is unsuccessful in obtaining a lower award, additional funds must be found to complete the Cape Hatteras land acquisition. The State of Maryland continues efforts to acquire 800 acres of land for Harpers Ferry National Monument project. Acquisition of the extension to Wright Brothers National Memorial, with funds previously donated, continues. Some \$7,300,000 of the \$7,700,000 appropriated for acquiring the properties at Independence National Historical Park have been obligated; land acquisition there is virtually completed.

Special Uses of Park Lands

The majority of special use permits issued during the past year continued to be for agricultural use of small parcels of land to maintain historical and rural scenes, for access facilities from private lands to park roads, and for utility lines.

The Atomic Energy Commission in most cases has completed its reconnaissance surveys for strategic minerals in areas of the System. The number of requests for information on prospecting and mining in national parks and monuments decreased during the past year.

Water Rights

Progress in the establishment and preservation of rights to the use of water in Service areas continued with the preparation of 37 Federal claims. Of these, 7 claims are applications for appropriation of water to comply with water laws of various Western States; 11 support a Federal protest of conflicting private appropriations of waters of the Tuolumne River below Yosemite National Park, Calif.; and 18 define Federal interests in waters of the Lower Colorado River as part of Federal intervention in the case of *Arizona v. California* before the Supreme Court. Proofs for final licensing of 10 rights under 5 previously established permits were filed in Nevada and Utah.

Concession Authorizations

Fourteen concession contracts and 29 concession permits were negotiated during the fiscal year.

The new contract with the Yellowstone Park Co. calls for a construction program in Yellowstone in the amount of \$3,500,000 during the first 5 years. This will be expended on construction in the new Canyon Village for which ground-breaking ceremonies were held on June 25.

Additional improvements are estimated to cost \$10 million during the next 5 years of the contract. The Hamilton Stores, Inc., contract also provides for construction of facilities in the new Canyon Village and other locations. In Yosemite National Park, Degnan, Donohoe, Inc., is planning new construction in the New Village area. Several smaller concessioners have included improvement programs in connection with the issuance of new authorizations.

Prospectuses

Eight prospectuses were issued soliciting offers for operation of certain concessions at Mount McKinley, Glacier, and Olympic National Parks, Cape Hatteras National Seashore, Coulee Dam National Recreation Area, and Channel Islands National Monument. As a result, concessioners were found for Glacier, Cape Hatteras and Olympic.

Concessioner Improvements

At Yosemite, the Yosemite Park and Curry Co. has completed a new development at Yosemite Lodge which includes lounge, lodging, and dining facilities costing nearly \$1 million. At Grand Canyon National Park, Fred Harvey has expended some \$694,000 for capital improvements on the South Rim and is planning a motel of 100 to 150 rooms at an estimated cost of \$500,000. A new concessioner employee dormitory building, costing more than \$200,000, was completed at Mount Rushmore National Memorial; this will be followed by construction of a new building to house concession operations. At Shenandoah National Park the Virginia Sky-Line Co. constructed a new general service building and two new cottages at Skyland. A marine service building at Flamingo Key in Everglades National Park is 90 percent complete. The Glacier Park Co. completed an employee dormitory, three 14-unit motels, and an extension to the Many Glacier Coffee Shop. Improvements were also made to the Many Glacier Hotel. Concessioners at many other areas completed minor improvement and building programs during the year.

The new Jackson Lake Lodge in Grand Teton National Park operated at capacity during the 1955 season. The Grand Teton Lodge Co. is now constructing a cabin development at Colter Bay which will be completed for the 1957 season.

RECREATION RESOURCE PLANNING

Progress was made in the Service's planning and cooperative assistance programs relating to park and recreation resources. These responsibilities, formerly called Cooperative Activities, were placed under the more descriptive and appropriate organizational title, Recreation Resource Planning.

New Areas Established

Cumberland Gap National Historical Park in Kentucky, Tennessee, and Virginia, authorized in 1940, was formally established; it contains more than 20,000 acres. Fort Union National Monument in New Mexico was established with approximately 720 acres, purchased by private subscription and donated to the Federal Government. Donated lands, buildings and exhibits were accepted to comprise the Edison Laboratory National Monument, N. J. (established July 14, 1956). Nearby "Glenmont," Thomas A. Edison's home, was established as a national historic site in non-Federal ownership.

New Areas Authorized

Acts of Congress authorized establishment of the City of Refuge National Historical Park in Hawaii and an area in Virginia to be known as the Booker T. Washington National Monument. An agreement between the city of Bayard, Nebr., the Nebraska State Historical Society, and the Secretary of the Interior paved the way for the establishment of Chimney Rock as a national historic site in non-Federal ownership. Pending as the year closed and subsequently enacted were bills authorizing establishment of Pea Ridge Battlefield National Military Park, Ark., Horse Shoe Bend National Military Park, Ala., and the Virgin Islands National Park. Laurance S. Rockefeller has purchased more than 5,000 acres within the latter park for donation to the Federal Government.

Area Abolishments

Legislation was enacted to abolish Old Kasaan National Monument in Alaska, Castle Pinckney National Monument in North Dakota, and Fossil Cycad National Monument in South Dakota, pending at the end of the year, were later passed and signed by the President.

Boundary Adjustments

Legislation was enacted to authorize the addition of 250 acres to Pipestone National Monument in Minnesota and the exchange of properties at Colonial National Historical Park in Virginia to consolidate Federal ownership there. Legislation was also approved to exclude about 800 acres in the North Unit of Theodore Roosevelt National Memorial Park in North Dakota, to add 60 acres at Medora in the South Unit, and to add about 155 acres to Devils Tower National Monument in Wyoming. Presidential proclamations corrected the description of Hovenweep National Monument in Utah and Colorado and added an important ruin thereto; added 960 acres and excluded 8,266 acres at Great Sand Dunes National Monument in Colorado; and added 320 acres to Rocky Mountain National Park in Colorado. Legislation approved in July added Zion National Monument to Zion National Park.

Bills were introduced, but not passed, to revise the boundaries of Lassen Volcanic National Park; to authorize additional acreage for Whitman National Monument, Wash.; to establish a Dinosaur National Park; to revise the boundaries of Sequoia and Kings Canyon National Parks, Calif.; and to extend the boundaries of Oregon Caves National Monument.

Special Studies

A contract was entered into with the Fort Hays Kansas State College to make a study to determine the location and extent of any remaining typical segments of original Great Plains grasslands.

Threats to the National Park System

The Corps of Engineers proposed the Smoky Range Dam in lieu of the Glacier View Dam on the north fork of the Flathead River. This proposal, opposed by the Department, would flood approximately 8,700 acres of Glacier National Park. There have been recurrent proposals to open Joshua Tree National Monument to prospecting and mining.

The continued and forceful opposition of conservation organizations throughout the country to the proposal to authorize construction of a dam at Echo Park, in Dinosaur National Monument, resulted not only in its omission from the legislation which finally authorized the Upper Colorado River project; the legislation specifically prohibited construction of any dams in any national parks or monuments in the upper basin.

Park Practice Program

Pursuant to recommendations made at the Public Services Conference held in Gatlinburg, Tenn., and Fontana Village, N. C., last September, the Service joined with the National Conference on State Parks to afford an effective means of exchanging ideas and experiences on park practices and solutions of park problems of all kinds. A Park Practice Section was established to handle the Service's participation in this joint undertaking.

Advisory and Consultative Assistance

The Service assisted 49 of the States and Territories on 354 occasions on a wide variety of park and recreation problems. Some of the more significant examples are: (1) Assisting the Arizona Development Board in making its survey and report on the need for establishing a State park system, (2) cooperating with the Maine State Park Commission in bringing up to date their statewide park and recreation plan, (3) consulting with the newly created Breaks Interstate Park Commission concerning planning, development, and operation of the highly scenic 946-acre Breaks Interstate Park in Kentucky and Virginia, (4) assisting in the study of forest management practices in Itasca State Park in Minnesota and preparation of the comprehensive

covering report, and (5) assisting the Texas State Parks Board in evaluating proposed park areas at Monohans Sands, Enchanted Rock, and a site on the Stamford Reservoir.

Assistance also was furnished to other Federal agencies such as the Bureau of Land Management, Bureau of Indian Affairs, and the Forest Service. Of particular significance is the development of a cooperative agreement under which the Service will prepare plans for the protection and development of the Dead Horse Point-Junction Butte Recreation Area, an area of outstanding scenic and scientific interest in southern Utah, administered by the Bureau of Land Management.

Real Property and Disposal

During the year, the Service investigated and reported upon 31 applications submitted by State and local agencies to the General Services Administration and other disposal agencies to acquire Federal surplus properties for park, recreation, and historical monument use; and upon 21 applications received by the Bureau of Land Management to acquire public domain lands for similar purposes. The work of determining and enforcing compliance with terms and conditions of the deeds transferring surplus properties now equals or exceeds that of initial investigations and will continue to increase.

State Park Statistics

The Service publication issued under this title for 1955 reveals 2,034 State parks and related recreation areas containing more than 5 million acres; expenditures of \$21 million for capital improvements and \$34 million for operation and maintenance; attendance exceeding 193 million; 5,657 year-round and 7,980 seasonal employees. Tent and trailer camping increased more than 19 percent over 1954.

Regional and Basinwide Surveys

A brochure, *Our Vanishing Shoreline*, summarized the results of an 18-month survey to determine the remaining opportunities to preserve outstanding natural seashore areas along the Atlantic and gulf coasts. Funds were donated to the Service for both survey and brochure. Of 126 undeveloped areas studied, 54 were recommended for some form of public ownership. Special reports were prepared on 16 of the most significant areas. At least two, the Great Beach area, on Cape Cod, and Cumberland Island, Ga., were considered of national significance.

The Recreation Subcommittee of the Columbia Basin Interagency Committee was organized and has been engaged in a basinwide analysis

of recreation. It has participated also in the reappraisal of the water-control possibilities of the Rogue River Basin. The development of long-range plans in the Missouri River Basin Recreation Survey was continued. Work was begun on a study of the recreation resources of Delaware River Basin.

Special Recreation Surveys

In the California Central Valley, activities in the Upper American River Basin included the preparation of a reconnaissance report on the recreation potentials of the basin and cooperation with other interested agencies to protest plans which would have resulted in the invasion of the Desolation Valley Wilderness and the inundation of Gold Discovery Site State Park.

Substantial progress was made on the recreation-resources portion of the Department's study of the natural resources of the six major coastal drainage basins of northwest California.

With the establishment of a field office in Yuma, Ariz., preparation of a recreation master plan for the Lower Colorado River was begun.

In cooperation with the State of Missouri a plan was prepared for the conservation and development of the recreation resources of the Current and Eleven Point River Basins, which were determined to be of such significance as to merit cooperative action by Federal, State, and local government agencies.

Reservoir Development

Cooperative studies of individual water-control proposals and projects included the appraisal of 11 sites for the Bureau of Reclamation, 1 area for the Fish and Wildlife Service, and 1 Corps of Engineers project. Review of applications for Federal Power Commission permits dealt with 25 proposals.

Four agreements were negotiated: State, county, and municipal agencies, for the administration of reservoirs constructed by the Bureau of Reclamation. The California Legislature voted in favor of transfer of the Millerton Lake National Recreation Area to the State for administration by the State Division of Beaches and Parks.

Nationwide Recreation Plan

Work was initiated on the National Recreation Plan, one of the important phases of the Mission 66 program. The nationwide study, to be completed in 1961, will focus attention on the growing need for outdoor recreation facilities and the role of the various levels of government in meeting this need.

ADMINISTRATION

Budget and Finance

Appropriations.—The cash appropriations to the Service for the 1956 fiscal year were substantially greater than those for the 1955 fiscal year. A large portion of the total increase was represented by a larger amount of cash appropriated to liquidate roads and trails and parkways contract authorization than was provided in 1955 and by additional amounts provided in supplemental appropriations to meet increased salary costs. While the Service's obligational authority for 1956 was greater than that for 1955, such increases were not as great as those reflected in the cash appropriations. The comparative amounts are as follows:

| Appropriation item | 1955 fiscal year | 1956 fiscal year | Increase or decrease |
|--|----------------------------|---------------------|-------------------------|
| Management and protection..... | ¹ \$9, 227, 730 | \$10, 443, 000 | \$1, 215, 270 |
| Maintenance and rehabilitation..... | ¹ 8, 441, 968 | 9, 094, 000 | 652, 032 |
| General administrative expenses..... | ¹ 1, 100, 000 | 1, 250, 000 | 150, 000 |
| Construction..... | 4, 118, 200 | 8, 425, 000 | 4, 306, 800 |
| Construction (liquidation of contract authority)..... | 9, 500, 000 | 19, 654, 300 | 10, 154, 300 |
| Total cash appropriations..... | 32, 387, 898 | 48, 866, 300 | 16, 478, 402 |
| Construction (unfunded contract authorization for roads, trails, and parkways)..... | 10, 500, 000 | 3, 845, 700 | -6, 654, 300 |
| Total obligational authority..... | 42, 887, 898 | 52, 712, 000 | 9, 824, 102 |

¹ These figures include amounts transferred from other departmental appropriations to cover increased pay costs.

New accounting system.—The new accounting system, which has been in the process of development as a cooperative undertaking of the General Accounting Office, the Department's Division of Budget and Finance, and the Service's Branch of Finance for the past 2 years, was installed in 15 of the 28 Field Finance Offices, including the five regional offices, during the 1956 fiscal year. It will be installed in all of the Finance Offices by December 31, 1956.

Changes in budgetary procedures.—In accordance with the recommendation made in 1953 by the Department's Organization and Management Survey Team, and in 1954 by the Accounting Survey Team, new budgetary procedures put into effect during the 1956 fiscal year require the consolidation of the field estimates by the regional offices into regional budget submissions.

Inventory control and equipment management.—During the 1956 fiscal year, a new heavy equipment inventory control system was established and basic principles and standards for equipment management were prescribed. Incident to putting the inventory control system into effect, equipment surveys were conducted throughout the Service on a regional basis to determine whether the Service has excess equipment items and what additional items are needed, and

to recommend equipment inventory levels at the various field areas. The survey was completed in May 1956. The new system of inventory control and the new precedural requirements are expected to result in much better utilization of equipment and in improvement in equipment management.

Personnel Management

Personnel actions.—The year brought a heavy volume of personnel actions, continuing the pattern established in the preceding year by the large number of transfers, promotions, and reassignments resulting from reorganization and from the staffing of the new Region Five Office. The most important action was that of establishing and filling the position of Associate Director early in the second half of the fiscal year. The appointment of Eivind T. Scoyen, a career employee, to this position resulted in shifts in several high level positions in the Service. Scoyen was promoted from Superintendent, Sequoia and Kings Canyon National Parks.

Assistant Director Thomas J. Allen succeeded Mr. Scoyen at Sequoia and Kings Canyon; Chief of Lands Jackson E. Price became assistant director; and Chief of Concessions Management Donald E. Lee became chief of lands. Region One Chief of Operations, A. Clark Stratton, was appointed chief of concessions management.

Decentralization of authority.—The trend toward decentralization of authority to field officials was continued. The most important single development was the establishment of 7 new personnel officer position, 1 in each of the 5 regional offices and 1 each in the Eastern Office and Western Office, Division of Design and Construction. With the addition of these positions, the level of appointing authority delegated to Regional Directors and to the chiefs of the two Design and Construction Offices was increased from grade GS-9 to grade GS-11, and a similar increase was made in the appointing authority of superintendents in grade GS-13 and higher. The addition of the Regional Personnel Officer positions was also responsible, in part, for a decision that, for the first time, limited position classification authority (through GS-7) could be delegated to the Regional Directors.

Staff operations.—The reduction in the volume of individual cases, which resulted from the broadened delegation of authority to field officials, enabled the personnel staff to devote more time to staff operations, such as the preparation of manual material and standards. For the first time, a Personnel Management section appears in the Administrative Manual of the Service, and chapters on position classification, training, leave, and retirement have been completed. Revision of the class specifications for the park ranger series adopted

in 1948 was completed and is now in the hands of the Civil Service Commission.

Training.—Continued strong emphasis was placed on training and employee development. To get the decentralized classification authority off to a good start, the new Regional Personnel Officers were put through an intensive 6-week position-classification training course in the Washington Office.

The 15th general administration training course was conducted in the Region Four Office for the benefit of 24 employees, bringing to 365 the number of men who have completed the course since 1941.

A pilot course in instructor training, with splendid assistance from the California State Board of Education, was undertaken very successfully by the Region Four Office at Sequoia National Park, Calif., in April, for the benefit of selected supervisors and instructors from Region Four field areas.

The year also saw the completion of a very important training aid, The National Park Service Manual of Training Methods, a publication designed to acquaint supervisors with the more important methods and principles of individual and group instruction.

Safety

Visitor-accident fatalities.—Visitor-accident fatalities for the calendar year 1955 followed the pattern of previous years, namely, about one visitor-accident fatality per million visitors. For 1955, the rate was 1.08 per million visitors. Motor vehicle accidents and drownings continued to be the leading causes. The increasing popularity of small motorboats suggests the needs for a more active program of water safety in locations such as Lake Mead National Recreation Area.

Training of personnel.—At the request of the Regional Director, Region Three, Santa Fe, N. Mex., a course in the installation, operation, maintenance, and inspection of liquefied petroleum gas systems was given at Big Bend National Park to selected Region Three personnel.

Employee safety.—The Service is cooperating fully with the Department in its employee safety program. The helpful interest of the Department in employee safety has stimulated increased Service activity in this field.

Current problems.—The Service is aware of its responsibility for the safety of visitors and employees. An expansion of the safety staff will be made as soon as practicable in order to meet such responsibilities more adequately and to prepare safe practice standards, keep them up to date, and handle all such matters more expeditiously.

DIVISION OF AUDITS

The internal audit program carried out by the Division of Audits is intended to provide management with an objective appraisal of operations and to provide a systematic and recurring review of all phases of financial management. As a result of this program many recommendations have been made which have been of significant value to management. Effective procedures have been established for issuing reports on audit and other examinations, and for determining whether appropriate action is taken. Major reports completed during the year included those on the audit of the United States Park Police; the Organizational Structure of National Capital Parks; McKinley Park Services, Inc., Mount McKinley National Park, Alaska; and the operations at Yellowstone National Park, Wyo.

The difficulty of recruiting auditors qualified to participate in this broad internal audit program at the grade levels authorized continued to be a major problem.

The claim of \$25,074.15 against the Sutton Line, Inc., resulting from a prior year audit was settled by the Department of Justice. The claim against B. B. Wills in the amount of \$54,765.71 is still pending.

NATIONAL CAPITAL PARKS

Physical Improvements

Significant physical improvements in the parks of the National Capital included the Columbia Island parking lot at the motorboat marina; a new dining hall at Catoctin Mountain Park; Roosevelt Island comfort station; Annapolis interchange and completion of landscaping of all other interchanges on the Baltimore-Washington Parkway; and the reconstruction of East Beach Drive from Broad Branch to Military Road in Rock Creek Park.

Special Events

Some 290 special events were held in the parks, including such major undertakings as the Christmas Pageant of Peace, the Independence Day Celebration, and the President's Cup Regatta.

Visitor Services

Historical and natural history programs were carried on, including school assembly talks, junior naturalist training course, and organized museum visits. A 3-minute recording for visitors was introduced at

the Washington Monument. An extensive collection of photographs and other relics were donated to the Lincoln Museum.

Research and Planning

The study to determine the most appropriate treatment for the preservation of Ford's Theater progressed with the completion of the reports on the historical and architectural features and the structural analysis. A historical study on the Old Stone House and a research paper establishing the site of "Suter's Tavern" were completed.

Investigations were made to improve the floodlighting at the Thomas Jefferson Memorial and the Washington Monument and for new electrical services at the Washington Monument. Construction plans were completed for the Virginia section of the George Washington Memorial Parkway from Spout Run to Glebe Road.

Scientific research projects in agronomy, plant pathology, and horticulture, in the control of crabgrass and Dutch Elm disease, were conducted.

Protection

The United States Park Police were commended by President Dwight D. Eisenhower for their services during the 51-day Capital Transit strike.

Land Acquisition

Some 37 land parcels were acquired, including the Smoot Sand Gravel Co. tract which permits construction of the George Washington Memorial Parkway from the Lorcum Lane connection to Chain Bridge in Virginia.



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